

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
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In Reply To:

9160/1381 (935.PD) P

July 18, 2003

EMAIL TRANSMISSION – 7/18/03
Instruction Memorandum No. MT-2003-059
Expires: 9/30/04

To: State Management Team

From: State Director

Subject: 2004 Competitive Sourcing Study Preparation – Mapping, Charting, and Geospatial Activities **DD: 07/24/03, 08/01/03**

This Instruction Memorandum (IM) provides an update on competitive sourcing activities and calls for nominations for a study lead for 2004 competitive sourcing (CS) studies for mapping, charting, and geospatial activities which must be completed by October 1, 2004 (see WO IM 2003-217) (Attachment 4). This commercial activity is listed under function codes M316, M318, and W430 on the Federal Activities Inventory Reform (FAIR) Act Inventory.

The Department of the Interior has not officially approved the study of mapping, charting, and geospatial activities in 2004. The reason for the delay appears to be that one of the other DOI agencies has not submitted their 2004 CS Plan. The activities included in this study have been revised a couple times already (see Attachments 1 and 2). We expect to get approval for the mapping, charting, and geospatial studies in the near future. There is a question about whether the BLM will study Information Technology activities in 2005, so Attachment 2 may no longer apply and the scope of the study may change. We will let you know as soon as a decision is made on this issue.

The Office of Management and Budget issued new guidance for completing our FAIR Act inventories and for completing private-public competitions. Training contractors are gearing up to provide training to agencies on the new guidelines. We will be providing training to all team members and employees affected by the 2004 study. More information will be issued on that later.

A State CS Team was established for the 2003 CS Study (see Attachment 3 for members). With the exception of the CS Study Lead (which changes with each study), the team will remain in effect for the 2004 CS study. We must appoint a CS Study Lead for the 2004 study. There are a couple of criteria that must be met in order for a person to qualify as a CS Study Lead. First, it is

imperative that the individual have knowledge of our mapping, charting, and geospatial organization and activities. Second, the individual cannot be in the direct line of supervision of the function. Please send any recommendations to Pam Dandrea, State CS Lead, by close of business **July 24** so we can meet the July 25 deadline in the attached IM.

The 2004 BLM CS Study Leads, National Steering Team, and State CS Leads will meet in Denver in August (see Attachment 4 for more information). (We have raised the issue of the travel ceiling.) Some of the purposes for this meeting are:

- Training on the new OMB guidance;
- Determine where efficiencies can be achieved (i.e.; statewide, Bureauwide, program-wide)
- Determine the best type of study (i.e.; streamline or standard study) and geographic division (i.e.; state-by-state, regionally, Bureauwide) for the mapping, charting, and geospatial functions;
- Define specifically what mapping, charting, and geospatial activities will be studied;
- Gather information for the mapping, charting, and geospatial functions (i.e.; workforce planning, workload measure, position description reviews, as well as existing contracts, databases and systems information, future products and technologies);
- Identify if any "continuing operations" policy is needed until the outcome of the competitive sourcing studies is known and integration with workforce planning has occurred (i.e.; hiring freeze, process reengineering, etc.);
- Identify necessary contractor support to complete the study(s);
- Complete an action plan, including a communication plan, to complete the study(s) by October 1, 2004; and
- Identify funding and personnel resources needed to complete the study(s).

We have the opportunity to provide our input at this meeting. I encourage you to think about all the different facets of the functions being studied in 2004 and send recommendations to Pam Dandrea, State CS Lead, by **August 1**. Think about efficiencies you believe can be gained as well as organizational and workforce issues. Both the streamlined and standard studies allow us to form a government Most Efficient Organization (MEO) to compete against private contractors. The study(s) may begin as early as October 1, 2003.

Besides the contact information below, there are several other sources of information on the FAIR Act and Competitive Sourcing such as:

- Weekly Competitive Sourcing/FAIR Update is included in the SOMT/SMT minutes when updated. They are also posted on the MT/DAKs webpage (below) and with the SOMT: <http://web.mt.blm.gov/sd/minutes/sdstaffmeeting.html> and SMT <http://web.mt.blm.gov/sd/minutes/smtconferencecalls.html> staff notes
- Montana/Dakotas CS website: <http://web.mt.blm.gov/fairact/FAIR.Act.web.htm>

- BLM CS website: <http://web.blm.gov/csource/>
- DOI CS website: <http://www.doi.gov/pam/competitivesourcing/>
- OMB CS website: <http://www.whitehouse.gov/omb/procurement/index.html>
- BLM President's Management Agenda Discussion Database in Lotus Notes:
 - Open Lotus Notes
 - Click on File, Database, Open
 - Choose (or type) LMWO1/BLM/DOI
 - Choose President Management Agenda Discussions
 - Click Open
- BLM Lotus Notes email address:
 - WO-800 President Management Agenda Washington/WO/BLM/DOI@BLM

Once the DOI approves the study of mapping, charting, and geospatial activities for 2004, all employees, supervisors, managers and unions will be officially notified. I encourage you to stay engaged in this process. Feel free to contact Pam Dandrea, State CS Lead, or Diane Friez, Acting DSD, Division of Support Services, if you have any questions or concerns.

Signed by: A. Jerry Meredith, Associate

Authenticated by: Aleta Zahorodny (MT-930)

3 Attachments

- 1–Commercial Functions in Mapping and Charting (W430) and GIS (M316/M318) (2 pp)
- 2–CIO Council Competitive Sourcing Recommendation: Integrate the Geospatial Information and Processing and the IT Competitive Sourcing Studies (1 p)
- 3–2004 CS Team Members (1 p)
- 4–WO IM 2003-217, FY2004 Competitive Sourcing Study of Mapping, Charting, and GIS Scoping Meeting (2 pp in its entirety)

Distribution w/attm.

Assistant Field Manager, Glasgow Field Station

Assistant Field Manager, Havre Field Station

Commercial Functions in the Mapping and Charting (W430) and GIS (M316/M318) Activities

Mapping and Charting (W430):

Cartographic Technician, GS_1371/Geodetic Technician, GS_1374

Technical positions performing work requiring a practical knowledge of the processes, practices, methods, and techniques involved in constructing new or revised maps, charts, and related cartographic products are considered to be performing commercial activities and subject to competitive sourcing studies. This includes the performance of precompilation tasks such as reviewing source materials, extending basic geodetic control networks, and providing input for plotting map projections and collars. This also includes drafting, digitizing, integrating, and stereoscopic photogrammetric and/or monoscopic compilation required to develop cartographic products. Cartographic and aerial lab functions are also considered to be commercial (may be classified as 1060 - Photographer).

Work being performed by cartographic or geodetic technicians using computers to convert digital data into maps and other graphic forms could be accomplished by the private sector. Cartographic technicians compile new and revised digital data at computer workstations to produce cartographic products using software designed specifically for that purpose. Cartography is moving away from standard products and toward developing user-defined products. The types of cartographic products are evolving through the use of computers, advanced software, and techniques associated with the Geographic Information System (GIS), the Global Positioning System (GPS), and advances in remote sensing technology.

Summary: All cartographic and geodetic technicians are considered to be performing commercial activities unless they routinely make determinations of the adequacy of data quality or the applicability of analytical methods that would influence a resource allocation decisions or have COR responsibilities (see below).

Cartographer, GS-1370/Geodesist, GS-1372

Professional positions performing work requiring the application of professional knowledge and skills in mapping and related sciences, and relevant mathematics and statistics to plan, design, research, develop, construct, evaluate and modify mapping and charting systems, products, and technology are considered to be performing commercial activities and subject to competitive sourcing studies. This includes cartographers that receive assignments that consist of specific, well defined tasks and that work in strict adherence to specific, detailed guidelines and refer deviations to the supervisor for authorization. This also includes cartographers performing a wide variety of technical tasks, such as selecting samples, interpolating missing data, uncovering clear discrepancies, solving minor problems, and performing analyses in support of projects under the direction of higher level scientists.

The application of established technology in routine ways to well-defined, cartography projects, even those requiring the selection and application of minor adaptations to procedures and accepted practices, could be accomplished by the private sector. Finished cartographic and GIS-related products would be still reviewed for adequacy of conclusions and soundness of the procedures and methods used by BLM personnel.

Summary: All cartographers and geodesists, except those with assignments that typically include considerable breadth, diversity, and intensity; varied, complex features; and novel or obscure problems, are considered to be performing commercial activities. Other inherently governmental functions involving cartographers and geodesists would include those positions that have responsibility for policy or program resources and those who are responsible for review and approval of contracted/outsourced work (CORs).

Further examples of the inherently governmental functions associated with contracted work include the following: QA/QC, data quality/accuracy validation, specification, inspection, acceptance, project prioritization, and scheduling. In addition, interagency technical coordination (including technical standards development/approval) is viewed as inherently governmental functions. Cartographic support to a BLM litigation (i.e.; trespass, land closure, boundary dispute, etc.) is also considered inherently governmental due to the demonstrated requirement to control and validate the data lineage and processing used to support the agencies case.

GIS Activities (M316/318)

While a geographic information system (GIS) is a tool used by Public Lands practitioners, some tasks associated with a GIS operation are outsourceable. The common characteristics of outsourceable tasks are they are repetitive, well-defined relative to policy, specifications, deliverables, and timeframes, and can be accomplished with minimal supervision. The performance of these duties; however, is dependent upon a high degree of GIS technical competence and capabilities.

Outsourceable Task Examples

Examples of the types of tasks that fall under the definition are: data acquisition, capture, conversion, extraction, and output; database design and development; model creation and applications development, sampling/field testing to verify utility of GIS products, software programming activities and use training; and website development.

Inherently Governmental GIS Task Examples

Examples of the types of tasks that are not considered commercial are: COR responsibilities; manipulation of classified data; identification of data manipulation parameters; analysis and interpretation of manipulated data for specific applications; quality assurance and verification that planned and actual deliverables meet expectations; user needs assessments; and internal and external partnership and product negotiations.

CIO Council Competitive Sourcing Recommendation: Integrate the Geo-Spatial Information and Processing and the IT Competitive Sourcing Studies

03/6/03

The CIO Council is recommending a change to BLM's proposed Competitive Sourcing Study Plan for FY 2004. Currently, the BLM has proposed that Geo-spatial Information and Processing (M316/M318) activities be included with those proposed for study in FY 2004. The CIO Council is recommending that the Geo-spatial Information and Processing activities be incorporated into the coming IT Competitive Sourcing Study which is being considered for study in FY 2005.

This recommendation is based on the standard definition of IT functions that the CIO Council is operating under. This definition includes the following Geo-Spatial/GIS related activities: GIS hardware and software support, system administration, user support, and training. These Geo-Spatial/GIS functions are highly integrated with other IT functions such as data and records administration. Additionally, the Geo-spatial/GIS functions are a significant portion of the IT delivered services.

Rather than isolating the IT Geo-Spatial/GIS activities for study, the Council is recommending that these functions be incorporated into the coming competitive sourcing study of IT. This strategy will aid in the development of an IT performance work statement and an IT most efficient organizational model that includes the full range of IT services.

The CIO Council is asking for the Field Committee, Business Management Council, Executive Leadership Team, and the Director's support for this proposed change to the BLM's Competitive Sourcing Study Plan for FY 2004.

2004 Competitive Sourcing Team

Team Objective:

The objective/goal of the team is to provide guidance and assistance to the contractor that will be completing the studies. The team is also responsible for ensuring that the affected employees and offices are informed of the status and direction of the studies. The team will also be responsible for providing recommendations to the State Management Team on possible future staffing opportunities.

Team Membership:

_____ – **2004 CS Study Lead** – Acts as the Contract Officer's Representative to the contract for study support for Montana/Dakotas. Works with the support contractor to prepare in-house cost estimate, developing performance work statements. Provides management input and awareness, reviews state team work products before final submission.

Pam Dandrea – State CS Lead - Program/Management Analyst - Provides support for most efficient organization. Provides guidance and management of the studies. Assists in study plan development and oversight. Maintains website. Acts as official record-keeper for records created during the study.

Tracy Thoricht - Human Resource Specialist - Position Classification - Makes arrangements for interviews of employees with contractor. Ensures position classifications are accurate. Assists contractor in developing performance work statements. Provides position management advice and guidance regarding organization changes. Prepares and maintains a Human Resources Plan.

Chuck Sandau - Human Resource Specialist - Employee relations and Employee Rights. Coordinates communication plan activities. Coordinates/communicates with all employee unions.

Mary Clark - Procurement Analyst - Assists contractor in determining range of maintenance costs, from the performance work statement. Provides guidance to contractor on Bureau procurement processes/procedures.

Rick Hotaling - Field Office Representative - Represents all Montana/Dakota field managers. Provides field office perspective to team on potential impacts/issues.

Diane Friez – Acting Deputy State Director, Division of Support Services - Provides management input and awareness, reviews MT/DAK Competitive Sourcing Team work products.

Administrative Officers - Advisory Team - Provides grounding of the competitive sourcing teams recommendations. Assists in scheduling interviews, critical path for informing employees.

Managers and Program Representatives – Ad hoc members - Specialists and managers at various locations, as needed. Provide overall knowledge and information about the activities that will be studied, to the team.

Ann Boucher- Public Affairs – Ad hoc member - Provides congressional briefings, provides information/awareness to the public and contractors.

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

July 14, 2003

In Reply Refer To:
9160/1381 (WO-210) P

EMS TRANSMISSION 07/16/2003
Instruction Memorandum No. 2003-217
Expires: 09/30/2004

To: SDs and CDs
Attn: Geographic Sciences, and Geographic Information System
Coordinators

From: Assistant Director, Renewable Resources and Planning

Subject: FY2004 Competitive Sourcing Study of Mapping, Charting, and GIS –
Scoping Meeting **DD: 07/25/2003**

Program Areas: Geographic Sciences, Cadastral Survey, and Information Technology

Purpose: To announce a Scoping Meeting for the FY2004 Competitive Sourcing study of the Bureau of Land Management's Mapping, Charting, and GIS activities.

Policy/Action: This Instruction Memorandum requests that each State Office, NSTC and NIFC designate an individual to participate in Scoping Meeting to initiate an OMB Circular A-76 study of the BLM's Mapping, Charting, and GIS activities. The meeting is scheduled for August 12-14, 2003, at the Denver Federal Center. The objective of the Scoping Meeting will be:

- A better understanding of the Competitive Sourcing (CS) Program and the impact CS studies have on employees and organizations.
- A working knowledge of the terms and definitions associated with CS.
- A description of the products and services required from our Mapping, Charting and GIS activities over the next 5 years.
- Agreement on the skill sets required to meet those requirements.
- A general description of how we currently resource these activities (employees, contracts, etc).
- Recommendations on how 2004 CS studies should be bundled (e.g., one or more

- standard studies; mix of standard and streamlined studies).
- Definition(s) of which activities will be covered by the study to enable a consistent assessment of FTE.
- A high-level Action Plan, including specific communication activities, to implement 2004 studies.

Because Mapping and GIS functions often involve more than one office organization, you may require two people to represent your State or Center. However, no more than two names will be accepted from each State or National Center.

Time Frame: Please respond with the name(s) of the individual(s) to represent your State/Center by COB July 25, 2003. Response by email to Ed Harne WO-210 (Ed_Harne@blm.gov) will be adequate.

Budget Impact: There will be budget impact in the form of travel and workmonths. Costs associated with this activity will be covered by your office's base funding and should be identified with the following Project Code: **GISM**.

Background: The BLM's Mapping, Charting, and GIS functions have been slated for study in FY2004 under the Presidents Competitive Sourcing Initiative. Preliminary planning for this study requires a careful assessment of the future work and workforce requirements and available study options. This meeting will be a major step in accomplishing that objective.

Coordination: This activity is being initiated as a result of the FY2004 Competitive Sourcing Study Plan, recently submitted to the Department. This activity is being coordinated with the BLM's National Competitive Sourcing Steering Team, members of which will be in attendance.

Contact: Please address questions or concerns regarding the activities of this work group to Ed Harne, WO-210, 202-452-5007.

Signed by:
Edward W. Shepard
Acting Assistant Director
Renewable Resources and Planning

Authenticated by:
Barbara J. Brown
Policy & Records Group, WO-560